Coyote Valley Specific Plan

Greenbelt Research

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1.0 Executive Summary

The South Coyote Valley Greenbelt Research Report was produced for the Coyote Valley Specific Plan (CVSP). The CVSP is being prepared by the City of San Jose's Department of Planning, Building and Code Enforcement, with the guidance of the Coyote Valley Specific Plan Task Force. The Task Force consists of 19 members with Mayor Ron Gonzales and Councilmember Forrest Williams as the co-chairs. The CVSP Coyote Valley Specific Plan is expected to be finalized and presented for City Council approval by March 2006.

The purpose of the Research Report is to provide background data and stakeholder perspectives that inform and help achieve the San Jose City Council's **Vision and Expected Outcomes** for the South Coyote Valley Greenbelt. The 16-point Vision and Expected Outcomes provides the roadmap for developing the CVSP, and includes four points that pertain to the South Coyote Valley Greenbelt. As numbered in the Vision statement (and slightly condensed), these points are:

- 1. The Plan will include Central and North Coyote for land planning and will include South Coyote only to determine financing and other mechanisms to secure it as a permanent Greenbelt.
- 2. The line (Greenline) between Central and South shall not be moved.
- 11. The Plan must be financially feasible for private development.
- 14. The Plan should facilitate permanent acquisition of fee title or conservation easements in South Coyote.

The Report used the **Vision Statement from the Coyote Valley Greenbelt Interim Planning Principles**, prepared by a number of government and non-profit agencies including the County of Santa Clara, City of San Jose, and City of Morgan Hill in August 2001 as an additional focus for research. A slightly condensed version of this statement follows¹:

The South Coyote Valley Greenbelt should be a unique, rural² place of countywide importance, providing permanent separation between the urban areas of the North County and South County. It should be a special place that:

- Clearly delineates a permanent, non-urban buffer between the urban areas of North County and South County
- Supports and celebrates small scale agriculture and Santa Clara County's agricultural heritage
- Provides safe, convenient recreational linkages to trails and open space lands and to the urban areas to its north and south
- Provides a positive, memorable experience for those who visit or pass through it
- Contributes to the quality of life of nearby urban neighborhoods

Research was conducted in three primary areas: Existing Physical, Jurisdictional, and Land Use Conditions; Stakeholder Input; and Greenbelt Case Studies. Through research and interviews, the Report identified implementation challenges and opportunities. These are outlined in this Executive Summary along with 'lessons learned' from the case studies. Appendices to the Report substantiate and extend the research and document the interviews, and include: A) Images of current land use and case studies/examples that illustrate key findings; B) Research on Small

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¹ The 2001 report includes 5 additional bullet points in the same vein.

² In presenting the Greenbelt Vision, the CVSP uses the word 'non-urban' instead of the word 'rural'.

Farm Challenges and Opportunities; C) Transcripts of Stakeholder Interviews; D) List of Resources; and E) Study of an 'Agricultural Park' as a potential land use concept.

Existing Conditions: Physical, Jurisdictional, Current Land Use, and Historical Land Use Sources used in compiling the existing conditions data include research reports, maps, databases, and technical memos prepared for the CVSP, as well as other publications as noted. The Report categorizes and outlines existing conditions in considerable detail. Implementation challenges and opportunities extrapolated from the data are summarized below.

Implementation Challenges

- <u>Soils</u>: property owners' testimony contradicts Prime Farmland classification; remediation may be required where restricted materials have been applied in order to accommodate some possible land uses (e.g. natural resource mitigation and/or organic farming).
- <u>Hydrology:</u> flood prone and high water table areas (i.e. around Fisher Creek) compromise agricultural use and have resulted in failed septic tests; many wells require expensive retrofitting; in some areas high nitrate levels are problematic for water quality; and potential competition for water allocation.
- <u>Jurisdictional and regulatory frameworks:</u> multiple jurisdictions (i.e. Santa Clara County and the Cities of San Jose) complicate Greenbelt planning and implementation.
- <u>Land use:</u> "Agriculture" is the predominant land use designation and the predominate zoning, and historically has been the predominant land use. However, in the past two decades for a variety of reasons, many agricultural operations have ceased. A predominance of small parcels, a patchwork development pattern, presence of industrial land uses, and lack of buffering from non-farm residences, present additional challenges for agriculture.

Opportunities

- The Greenbelt already has elements of 'unique rural character' at its edges and within its view-shed: large acreages of public open space, private recreation, range land, and permanently protected open space
- Agronomic conditions range from sufficient to excellent. Testing is needed to resolve site-specific issues about quality of soils and water. Water supply is expected to be sufficient and affordable. General soil classification is Class 2 Prime Farmland. Climate conditions are excellent for a wide range of crops.
- Approximately 2,214 acres of land are potentially available in the Greenbelt for mitigation, restoration, and wetland habitat creation. This includes 850 acres of undeveloped agricultural land. It also includes 1364 acres of annual grassland, oak woodland, open water, riparian areas, and ruderal herbaceous fields, most of which are located in what is currently the Coyote Creek Parkway.
- Potential for wildlife movement corridors.

Stakeholder Input

The Greenbelt Research report solicited input from three categories of stakeholders: 1) Governmental jurisdictions and agencies; 2) Greenbelt property owners and farmers; and 3) Environmental, agricultural and food system interests. The primary communication method was in-person and phone interviews in which Stakeholders were asked for their feedback on the **Vision Statement from the Coyote Valley Greenbelt Interim Planning Principles**. Input was also provided in more informal discussions and in focus group meetings. Public position statements and relevant reports were also reviewed.

Implementation Challenges

- Strong objection from many property owners to the **City Council's Vision and Expected Outcomes** for the Greenbelt. Reasons cited include exclusion from previous planning processes, disenfranchisement in City process due to County jurisdiction, anger at exclusion from potential profits that may accrue from urban development, sense of being 'condemned to farm', and perception of no fair and feasible alternative vision and plan.
- Traditional agriculture is no longer viable (e.g., prunes, generic flowers and nursery crops). Reasons cited include rising input costs, decreasing market prices, overseas competition, loss of infrastructure, labor hard to attract and sustain, regulatory barriers, and traffic constraints on moving farming equipment.
- Barriers to the entry of alternative agriculture (e.g. specialty, organic, direct market forms of
 agriculture). These include: lack of affordable land for purchase or lease; lack of affordable
 housing for family and farm employees; insufficient information about soil quality and water
 supply; paucity of data about alternative crops such as profitability, practices, and markets;
 and concern about cumbersome regulatory process and regulatory barriers for agri-tourism
 operations.
- Uncertainty and concern about development impacts not conducive to investment. These include: uncertain regulatory context; loss of quality of rural life; traffic congestion; air quality concerns; and potential land use conflicts and buffer issues between housing, agriculture, and wildlife uses.
- Potential resource allocation conflicts. Hillsides and Coyote Creek Parkway might get priority for preservation resources.
- City and County have trouble collaborating. An agency (or nonprofit or 'Joint Powers Authority') is needed to develop and manage an implementation plan to realize the vision.

Opportunities

- High stakes: a successful Greenbelt could foster success in other county greenbelts. Coyote
 Valley is the only area of the County formally recognized by County, City of San Jose, and
 City of Morgan Hill as a Greenbelt. There is a sense of a highly challenging but golden
 opportunity.
- Engaged stakeholders: key agency stakeholders share common objectives, including promotion of smart growth, discouragement of urban sprawl, and preservation of agricultural land, open space, and natural resources. Groups of property owners and Greenbelt advocates are engaged in developing approaches to address sticking points; they also share a key common objective a call for a feasible plan that retains market value of Greenbelt properties while meeting goals for Greenbelt's overall public value.
- Synergy with 'sense of place', sustainability-oriented, multiple-land use development plan for the north/mid Coyote Valley. The multi-functional concept for the Greenbelt includes residential, conservation, recreation, and agricultural land uses that would add significant value to the Greenbelt itself and to the new development and surrounding urban areas.
- Potential for an aesthetic agricultural and natural landscape to raise homesite values.
- Excellent potential for linkages between, and augmentation of, regional trail systems, regional parks, and natural habitat areas.
- Potential for numerous conservation, restoration, and habitat preservation strategies to be integrated into a holistic plan (e.g. percolation ponds and creek restoration could include habitat and recreation functions; on-farm conservation could meet mitigation requirement).

• Barriers to alternative agriculture outweighed by opportunities. These include: urban-edge location; favorable agronomic conditions; suitable scale, receptive market, interest on the part of a few current farmers/property owners/ag businesses; demand from new farmers; potential for pro-active 'streamlined' regulatory process; burgeoning interest in agricultural education; and potential technical and financial support. A proposed \$15 million preliminary estimate for greenbelt preservation could seed strategic purchases of easements and/or fee title farmland in the Greenbelt³ and be used to leverage other funding.

Greenbelt Case Studies

The Report looked at six case studies that provide illustrative examples of tools and strategies that could be applicable to the Coyote Valley Greenbelt. They include: Sonoma County Agricultural Preservation and Open Space District; Tri-Valley Conservancy; Brentwood Agricultural Land Trust; Capay Valley Vision; Marin Organic; and Solano Land Trust. These case studies were selected for the relevance of their successes - and challenges – and for the diversity of their preservation, conservation, education, agriculture promotion, and funding tools. A summary of the lessons learned from the case studies is below.

Summary of Lessons Learned

- Nearby/adjacent preserved farmland and/or open space are valuable amenities to some homebuyers. This value can be used to compensate for high agricultural land prices.
- Conservation easements are successful in many cases. However, easements alone may not ensure that properties will be actively farmed, and may need to be combined with incentives, program funding and/or negotiated public access to be able to support ongoing agriculture.
- Outright acquisition is also an important tool, especially when market value of the land far exceeds the agricultural land value.
- Development rights exchange programs give incentive to developers to place agricultural land under conservation easement in return for additional development rights within urban boundaries. This tool is being used in Brentwood and South Livermore.
- Agricultural tourism and public access increase support for local farming projects and public appreciation of agriculture.
- Critical to the success of relatively small-scale agricultural projects are practices such as:
 crop diversification (with an emphasis on specialty crops), low-input or organic farming
 methods, direct and diversified marketing strategies (with an emphasis on niche markets), onfarm programs and services, farm identity development, participation in regional branding
 programs, branding/identity, and value-added production based on farm products.

Conclusion

The City Council's Vision and Expected Outcomes for the Greenbelt faces many difficult and complex implementation challenges. However, for the City, County, and many other key stakeholders, the Greenbelt offers an important opportunity - to create a unique non-urban environment supportive of high value rural home sites, active open space, conservation areas, and vibrant small-scale agriculture – that is worth the effort of working through these challenges. The development of a Greenbelt land use concept and implementation plan, called for by various stakeholders, was beyond the scope of this Report.

³ This proposed allocation was included in a budget presented by the CVSP to the Task Force in January, 2005.

2.0 Existing Conditions

Existing Conditions: Physical, Jurisdictional, Current Land Use, and Historical Land Use Sources used in compiling the Existing Conditions data include research reports, maps, databases, and technical memos prepared for the CVSP, as well as other publications as noted. The Report categorizes and outlines Existing Conditions in considerable detail. Implementation challenges and opportunities extrapolated from the data are summarized in the Executive Summary.

2.1 Existing Conditions: Physical conditions

Site Analysis	Planning Considerations			
Hydrology ⁴				
Climate o Sunset New Western Garden Book, Zone 14				
Rainfall In the CVSP area (i.e. development area and Greenbelt), mean annual precipitation is 21". Mean annual evapo-transpiration is 49", making for an average annual moisture deficit of 28". Most precipitation (90%) falls between November and March.	Rainfall o This rainfall is sufficient for growing many kinds of crops.			
Water Provision Systems	Water Provision Systems			
 Wells: Almost every Greenbelt parcel has at least one well. Groundwater tables are generally higher in the eastern section of the Greenbelt and get deeper toward the western hills. Anecdotal: A few property owners state that their wells are not sufficiently productive for agriculture. Growers report flow ranging from 40-100 gpm (gallons per minute). Others say that the depth to water varies with recharge programs. Many wells are in need of retrofitting for casing. 	 Wells: Retrofitting of wells can be expensive (\$25-50 K). Such an expense needs to be financially feasible based on expected return. The intensive agriculture production being considered for the Greenbelt requires wells to deliver at a minimum of 10 gallons per minute per acre, and ideally deliver 15 gallons per minute per acre. Percolation/ recharge ponds will be located in the vicinity of and take water from this cross-valley pipeline. There will be several such ponds, each several acres in size. It has not yet 			
 Most farmers say water availability is sufficient. Some farms are getting water from neighbor's wells through underground pipes, e.g. Joe Cosby (parcel # G300) 	been determined to what extent these locations could be flexible to accommodate other land use needs (e.g. be developed with adjunct recreational, habitat, and wildlife corridor uses)			

⁴ From Coyote Valley Hydrology Study, Administrative Draft, Schaaf & Wheeler, November 21, 2003, maps, anecdotal as noted

- o Urban services will not be extended into the Greenbelt area.
- Some parcels in the Greenbelt get piped water from the Great Oak Water Company.
- A few other parcels, through which the SCCWD cross-valley pipeline passes, have entitlements to metered water from the pipeline.

Current Water Use

- Current water use in the CVSP area is ~1.1 acre-feet per acre per year.
- Average agricultural water use in Santa Clara County categorized by crop type:
 - Deciduous: 2.2-3.2 acre-feet/year/acre
 - Grain: 0.2-0.3 acre-feet/year/acre
 - Pasture: 3.0-4.0 acre-feet/year/acre
 - Row: 2.4-3.0 acre-feet/year/acre
 - Sugar Beets: 2.4-3.0 acre-feet/year/acre
 - Tomatoes: 2.3-3.0 acre-feet/year/acre
 - Vineyard: 1.0-2.4 acre-feet/year/acre
- o Golf course in Greenbelt currently uses approximately 1.1 acre-feet per acre per year.

Current Water Use

Site Analysis	Planning Considerations
Hydrology (con't)	
 Planned water use The total projected water demand in the CVSP area is 18,000 acre-feet per year. This is double the amount currently used, meaning that the water table will be lowered and will require an increase in recharge. Without an increase in recharge, there is only enough water in the basin to support the CVSP area at the 18,000 acre-feet level of water demand for 2-3 years. Projected water demand in the Greenbelt (after Specific Plan complete) is 4,000-6,000 acre-feet per year. 	 Planned water use The CVSP planning process must include enough water for the Greenbelt to support the amount and the specific types of agriculture planned there. A reasonable assumption is that there will be 750-1350⁵ acres of agriculture in the Greenbelt, with annual water use at 2.5-3.0 acre-feet per acre per year. Golf course will continue to use 1.1 acre-feet per acre per year Other land uses (residential, industrial, etc.) will use 1.5 acrefeet per acre per year to accommodate additional allowed improvements.
 Water quality Nitrates are the contaminants of primary concern. Fertilizer for agriculture is a major source of nitrates. Even after land is converted from agricultural to residential use, nitrate concentrations in groundwater may continue to increase due to residual nitrate in soil. Over half of the 600 private wells tested in the Llagas Sub-basin and Coyote Valley Sub-basins in 1997 exceeded the federal safe drinking standard for nitrate. Limit for nitrates in drinking water is 10mg/L. Perchlorate has been identified in the Llagas Sub-basin, but not in the CVSP area. 	 Water quality Nitrates: in the event that nitrate concentrations over the limit of drinking standards are eventually found in Coyote Valley's groundwater supply, it is possible to treat and remove nitrate. Three processes are: ion exchange, reverse osmosis, and electrodialysis at the affected well head. Further steps desirable to establish agricultural potential include systematic testing of water quality.

⁵ The higher figure is a Dahlin Group estimate.

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Drainage

- The Valley drains from South to North and away from Monterey Hwy in both directions: west towards Fisher Creek and east towards Coyote Creek. The western hills drain east into Fisher Creek, which empties into Coyote Creek at the north end of the valley. (See image 2.1 Environmental Footprint Hydrology Map).
- As development of Morgan Hill increases, impervious surface areas increase, thus increasing surface water flow into the Coyote Valley.
- Several branches of Fisher Creek run through the Greenbelt.
 During the rainy reason, ground water levels are high in places and some areas around the Creek are prone to flooding.
 During the dry season, areas of the Creek are dry.
- o To date, there are 17 locations within the Greenbelt that failed the wet weather tests for installation of septic systems. There are most likely additional undeveloped parcels that might fail this test. 6
- Anecdotal: There are some developed parcels that passed the septic test and had septic systems installed that are now problematic, especially in wet weather.

Drainage

- In the siting of new homes, drainage and septic factors will need to be taken into consideration
- The Greenbelt makes a contribution to the drainage/ hydrology of the valley as a whole by minimizing areas of impervious surfaces and maximizing recharge opportunities.
- Fisher Creek has potential to be further developed for flood control management and as a mitigation area.

Coyote Valley Greenbelt Research

⁶ From Failed Septic Tests Map, HMH

Site Analysis	Planning Considerations
Geotechnical	
Seismicity The Greenbelt has areas of high and very high susceptibility to seismically induced liquefaction. 7, 8	 Seismicity A consideration in the placement and/or design of improvements.
Soils ⁹ The sedimentary deposits in the Greenbelt area are made up of Upper Pleistocene alluvial fan deposits. These deposits are	Soils Soil quality is critical in the determination of potential for agricultural success.
older, denser stream deposits that vary from clay to cobble size material. O The California Storie Index expresses numerically the relative degree of suitability of a soil for general intensive agricultural	 The data and maps that this information (in the left column) was drawn from are on a gross scale. Therefore, it is difficult to make confident conclusions about the agricultural value of the soils in the Greenbelt area.
uses at the time of evaluation. The rating is based on soil characteristics only and is obtained by evaluating such factors as soil depth, texture of the surface soil, subsoil characteristics, and surface relief. An average value for Santa	 The maps and corresponding data suggest that there is substantial high quality soil in the Greenbelt. However, the property owners' testimony is largely to the contrary.
Clara County is approx. 35, with the highest value 100 and lowest 3.	 On account of this discrepancy and the generality of the existing data, more detailed soil tests are recommended in the Greenbelt.

⁷ From CVSP Planning Consideration Matrix

⁸ See Liquefaction Susceptibility Map, Engeo Incorporated, June 2004

⁹ From NCRS East Santa Clara County Area, CA Soil documents provided by Ken Oster, NRCS, and from Coyote Valley and Environs, Map 9, BAZ, Santa Clara County Planning Office

¹⁰ From Preliminary Geotechnical Evaluation, Engeo Incorporated, 6.14.04 and Regional Geology Map, Engeo Incorporated

- o The USDA Natural Resources Conservation Service (NRCS) classifies certain soils as being of statewide importance or prime farmland soil. In general, the soils classified as prime farmland soil are class I or II soils, where class I soils have few limitations that restrict their use and class II soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices. These classifications assume irrigation.
- o Most of the soil types that exist in the Greenbelt from the east side Santa Teresa Blvd./ Hale Ave. to the Coyote Creek, are classified as prime farmland. (See Image 2.2: Coyote Valley and Environs Map 9) These soil types, along with their Storie Index values, and NCRS classifications (if there are any) are below:
 - ZbA: Zamora, 80 (prime farmland soil)
 - PoA: Pleasanton, 85 (prime farmland soil)
 - CrA: Cropley, 47 (prime farmland soil)
 - SdA: San Ysidro, 51 (statewide important farmland soil)
 - PpC: Pleasanton, 68 (prime farmland soil)

Site Analysis	Planning Considerations			
Geotechnical (con't)				
 The soil types west of Santa Teresa Blvd./ Hale Ave. in the Greenbelt are more varied in their agricultural values. There are a number of soils with low Storie Index values, and some with high values. The soil types, Storie Index values, and NCRS classifications (if there are any) for this area are: LoE: Los Osos, 38 MwF2: Montara, 8 LfG: Los Gatos, 11 IsG3: Inks, 3 GoG: Gilroy, 8 GcE: Gaviota, 29 VaE2: Vallecitos, 14 ZbA: Zamora, 80 (prime farmland soil) LrC: Los Robles, 77 (prime farmland soil) 				
 Anecdotal: Many of the current landowners in the Greenbelt area state that there are a variety of problems with their soils. These include: lack of fertility, clay soils prone to saturation especially towards the west side, and soils that don't hold water well. 				

Biological¹¹

- No documented special species status plants occurrences in Greenbelt area.
- No documented special status wildlife occurrences in Greenbelt area, except for along Coyote Creek, where there are documented occurrences of the Western pond turtle, the Central California coastal steelhead, the California tiger salamander, and the Great blue heron.
- The Greenbelt includes a large portion of Coyote Creek. The area between Coyote Creek and 101 is a directly accessible area qualified as potential wetlands.
- In the area between Coyote Creek and 101, there are some potential breeding habitats, upland habitats and dispersal habitats for the Red-legged Frog.

o While there are no special species status plants or wildlife occurrences in the Greenbelt, there may be significant potential for restoration of native species (e.g. valley oaks) and for restoration of riparian habitats along Fisher Creek and around the percolation ponds.

Coyote Valley Greenbelt Research

¹¹ From *Biological Assessment*, Administrative Draft, January '04, Wetlands Research Associates, Inc.

Site Analysis Planning Considerations Hazardous Materials¹² There are 19 hazardous materials users and/or spill incidents New farmers, especially organic farmers, will require documented on Greenbelt. documentation of any recent applications of restricted materials (e.g., copies of use permits for restricted pesticides, There are 20 potential hazardous materials users **observed** in herbicides, or fungicides), of materials not allowed under Greenbelt organic certification, and of any "hot-spot" spill areas. Most of the potentially hazardous sites listed above are Land that has been fallow and has had no application of dangerous on account of Above-Ground Storage Tanks restricted materials within the last 3 years can be transitioned (ASTs) or Underground Storage Tanks (USTs), which may to certified organic within 1 year. contain pesticides. Also among the hazardous materials are water tanks and farming machinery. Land that has had application of restricted materials will require a 3-year transition period from the most recent While most of the contamination from leaking storage tanks application. can be attributable to agricultural uses within the Valley, the use of fertilizers, pesticides, and herbicides for agricultural Areas where there have been hazardous material incidents uses is also likely. Pesticides that persist in the environment may require remediation if they are to be developed as natural and that have been banned for use, such as DDT, were likely resource mitigation areas. used throughout the Valley. These pesticides were commonly applied in mixtures that also contained metals (arsenic, lead and mercury.)

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¹² From Hazardous Materials Evaluation, Administrative Draft, Lowney Associates, October 24, 2003

Conservation & Mitigation¹³

- There are approximately 2,214 acres of land available in the Greenbelt for mitigation and restoration This includes approximately 850 acres of undeveloped agricultural land, 517 acres of annual grassland, 59 acres of oak woodland, 90 acres of open water, 151 acres of riparian areas, and 547 acres of ruderal herbaceous fields. The majority of the annual grassland, oak woodland, riparian, and open water parcels are located in what is currently the Coyote Creek Parkway, owned by the Santa Clara County Parks and Recreation Department.
- Within the 2,214 acres, there are approximately 500 acres of land potentially suitable for wetland habitat creation to mitigate for impacts to Wetlands in the Urban Reserve.
 Parcels are selected as suitable for mitigation if they are comprised of open space and undeveloped agricultural land.
- Wildlife movement corridors through the Greenbelt would be valuable as mitigation for any wildlife species. (See Appendix A.3.i). Some potential movement corridors were identified by linking adjacent undeveloped parcels in the Greenbelt. However, wildlife movement through the Greenbelt would require modification of Monterey Highway.
- While it is possible that agencies may require additional land for mitigation, the Coyote Valley Greenbelt contains enough suitable mitigation land to mitigate for most, if not all, of the impacts associated with the development of the Urban Reserve.

o There is potential for mitigation as a significant element in the Greenbelt. In keeping with the multi-functional land use concepts of the CVSP as a whole, opportunities for on-farm mitigation should be seriously explored.

¹³ From Preliminary Evaluation of Conservation and Mitigation Opportunities for the Coyote Valley Specific Plan, Wetlands Research Associates, June 4 2004

Sit	te Analysis		Planning Considerations				
Cu	Cultural Resources ¹⁴						
0	19 prehistoric archeological sites are present or partially within the Greenbelt. 2 of these are also classified as including some historic materials. These mostly consist of flakes and flake scatters. Aside from the 2 sites deemed eligible for inclusion in the National Register of Historic Places, none of the sites have been evaluated for inclusion on the National or California Registers.	0	Opportunities for prehistoric resource protection, including open space and other easements to conserve and preserve these resources should be evaluated during the planning process.				
0	2 locations within the Greenbelt were identified as having potential for historic archaeological deposits associated with the Hispanic period.						
0	4 locations within the Greenbelt were identified as having potential for historic archaeological deposits associated with the American period. These are structures.						
0	2 arboricultural resources are present in the Greenbelt. These are: Keesling's Shade Trees and Landscaping trees at Fisher Ranch.						
0	The Greenbelt was not reviewed for architectural resources.						

¹⁴ From *Cultural Resources Report*, Administrative Draft, Basin Research Associates et al, January 2004

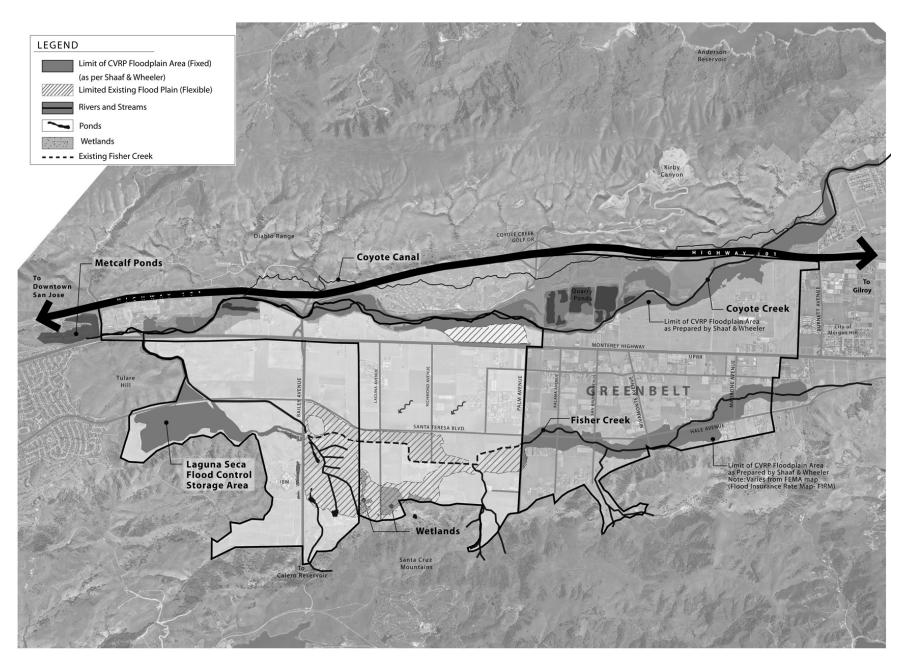


Image 2.1 Environmental Footprint Hydrology Map Prepared by KenKay Associates

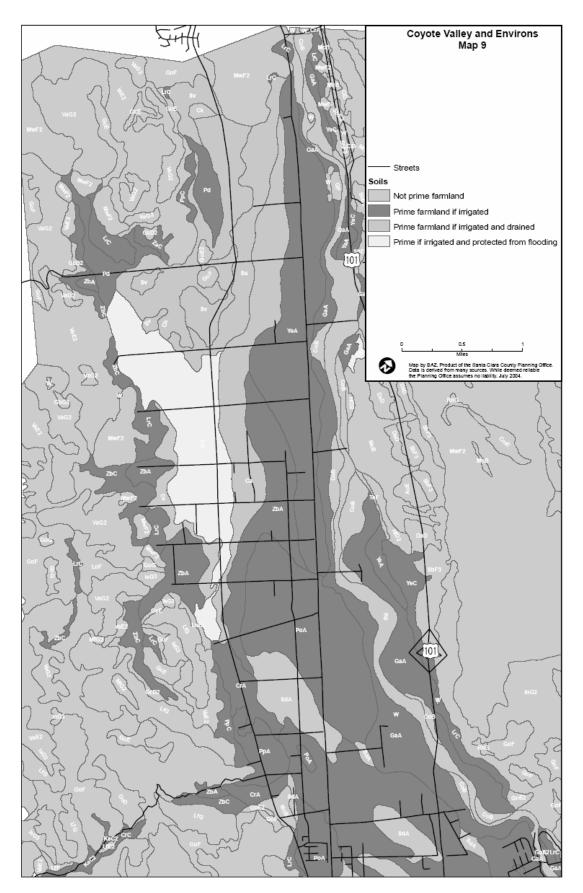


Image 2.2 Coyote Valley and Environs Map 9: Prime Farmland and Soils Prepared by BAZ and the Santa Clara County Planning Office

2.2 Existing Conditions: Jurisdictional and Regulatory Frameworks

Land Use Jurisdiction and Plans ¹⁵

Greenbelt Gross Acreage: 3,657 acres ¹⁶(includes 401 parcels and Rights of Way (ROWs)) Overall Greenbelt Property acreage: 3,559 acres (includes 401 parcels and no ROWs)

- 69 % of the Greenbelt area is privately owned
 - o 21% under jurisdiction of the City of San Jose
 - o 79% under jurisdiction of Santa Clara County
- 31% of the Greenbelt is in public ownership

Approximately 75% of the privately owned land in the Greenbelt area is unincorporated and thus is under the County's land use jurisdiction. The other 25% has been annexed into the City of San Jose. Within the Eastern Section of the Greenbelt (located east of Monterey Highway), land use jurisdiction over privately-owned lands is divided evenly between the City and the County, with each having jurisdiction over about 50%. Within the Western Section of the Greenbelt (located west of Monterey Highway), 93% of the land is under the County's land use jurisdiction and 7% under the City's jurisdiction.

Land Use Designations

County General Plan Land Use Designations

The County's General Plan Land Use Map designations for the Greenbelt are "Agriculture – Large Scale" (40-acre minimum parcel size), "Agriculture – Medium Scale" (20-acre minimum parcel size), "Other Public Open Lands", "Major Gas and Electric Utilities", "Hillsides", "Roadside Service", "Ranchlands", and "Regional Parks, Existing". The lands east of Monterey Road are designated "Agriculture – Large Scale", whereas those west of Monterey Road are designated "Agriculture – Medium Scale".

City of San Jose General Plan Land Use Designation

The City's General Plan land use designations for the Greenbelt include "Agriculture," "Private Recreation," "Public Park/ Open Space" and "Public/ Quasi Public". Privately owned lands located in the eastern section of the Greenbelt include the Coyote Creek Golf Course, which is designated as "Private Recreation" with the adjoining properties designated as "Public Park/ Open Space".

Zoning

Existing Zoning within the Greenbelt includes the following designations for the City of Jose: "Agriculture"; "Planned Development for Industrial and Golf Course"; "Heavy Industrial"; "Low to Medium Density Residential"; and "Medium to High Density Residential".

¹⁵ Most of the following section is taken verbatim from the Coyote Valley Greenbelt Implementation Challenges report.

¹⁶ Database provided by HMH Engineers

Existing Zoning within the Greenbelt includes the following designations for the County: "Exclusive Agriculture", "Agricultural Ranchlands", "Roadside Services", and "General Use". Currently there are two parcels with Ranchlands zoning and one parcel (a trailer park) with the Roadside Services zoning.

The predominant zoning in the Greenbelt in terms of number of parcels is "Exclusive Agriculture – Medium Scale" with a 20-acre minimum. However, of the approximate 255 parcels with this zoning designation, the average parcel size is a little less than 5 acres. There are only 3 parcels in the entire Greenbelt which are eligible for subdivision under current County zoning regulations. Two of these are designated "Agriculture" and "R-1-1 Residential" and are under City of San Jose jurisdiction. The other is designated "Exclusive Agriculture – Large Scale" and is under County jurisdiction.

General Plan Policies

County General Plan Policies

The County's General Plan contains the policies that relate to the Coyote Valley Greenbelt in the following sections: Countywide "Growth and Development" Chapter; Countywide "Parks and Recreation" Chapter; Rural Unincorporated Area "Parks and Recreation" Chapter; and "South County Join Area Plan" Portion of the General Plan.

These policies address issues including promotion of jobs-housing balance, resource conservation, preservation of scenic gateways, land uses that result in permanent preservation of substantial areas of open space, and recommendations for further definition of land uses and for adoption of design guidelines to preserve and enhance the rural landscape.

San Jose General Plan Policies

The City of San Jose's General Plan contains the following policies within the "Land Use/Transportation Diagram" Chapter that relate to the Coyote Valley Greenbelt:

This overlay designation depicts the area in the Coyote Valley proposed as a permanent, non-urban buffer between San Jose and Morgan Hill. Allowed uses and development standards in this area should be consistent with the base land use designations (Agriculture and Rural Residential) covered by the overlay.

City of Morgan Hill General Plan Policies

The City of San Jose's General Plan includes only lands that are within its sphere of influence. Consequently, its delineation of the Coyote Greenbelt intended to serve as a non-urban buffer between itself and Morgan Hill does not include lands within the sphere of influence of Morgan Hill.

The City of Morgan Hill's General Plan contains policies supporting the 1984 establishment of a Coyote Valley Greenbelt, but does not delineate a specific location for this greenbelt in its General Plan. As described in Morgan Hill's General Plan, the Coyote Valley Greenbelt should be comprised of "agricultural uses, rural estates and the Coyote Creek Park chain."

Additional Stakeholder Agencies and Organizations

The following is a preliminary list of some of the jurisdictions, departments, agencies, and organizations whose decisions and activities currently impact the Greenbelt and/or whose decisions and activities could potentially impact implementation of the Greenbelt in the future.

County of Santa Clara: Planning Department; Parks and Recreation Department; Roads and Airports Department; Agricultural Commissioner; Environmental Health Department

City of San Jose: Planning Department; Parks and Recreation Department

City of Morgan Hill: Planning Department

School Districts: Morgan Hill Unified School District

Special Districts and Authorities: Santa Clara County Open Space Authority; Santa Clara Valley Water District; Santa Clara Valley Transportation Authority (VTA)

Joint Powers Agencies: CalTrain

State Agencies: CalTrans; Department of Fish and Game; Resources Agency; Department of Food and Agriculture

Federal Agencies: Fish and Wildlife Service; U.S. Army Corps of Engineers; Department of Agriculture; National Oceanic and Atmospheric Administration (NOAA) Fisheries

Organizations: Greenbelt Property Owners for Smart Development; Greenbelt Alliance; Land Trust for Santa Clara County; Santa Clara County Farm Bureau; Sierra Club, Committee for Green Foothills, Friends of the Greenbelt (FROGs)

2.3 Existing Conditions: Current Land Uses

Zoning

The predominant zoning in the Greenbelt in terms of number of parcels is "Exclusive Agriculture" with a 20-acre minimum. However, of the approximate 255 parcels with this zoning designation, the average parcel size is a little less than 5 acres. There are only 3 parcels in the entire Greenbelt that are eligible for subdivision under a 20-acre minimum parcel standard. Two of these are in the City of San Jose, with the other in the County.

City and County General Plan Land Use Designations

The City's Current Land Use classifications for the Greenbelt are "Agriculture," "Private Recreation," "Single Family residence," "Public Open Space," and "Industrial". (See Table 3.1)

The City's General Plan Land Use classifications for the Greenbelt are "Agriculture," "Private Recreation," "Public Park/ Open Space," and "Public/ Quasi Public". (See Table 3.2)

The County's General Plan Land Use Map classifications for the Greenbelt are "Agriculture – Large Scale" (40-acre minimum parcel size), "Agriculture – Medium Scale" (20-acre minimum parcel size), "Other Public Open Lands", "Major Gas and Electric Utilities", "Hillsides", "Roadside Service", "Ranchlands", and "Regional Parks, Existing". (See Table 3.3)

Table 3.1 City of San Jose Existing Land Use Designations

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CSJ Existing Land Use	# acres	% acres	# parcels	% parcels	
Agricultural	1847	55%	211	53%	
Private Recreation	313	10%	10	2%	
Single Family Residence	242	7%	128	32%	
Public Open Space	817	24%	32	8%	
Industrial	54	2%	15	4%	
Unclassified	86	2%	5	1%	
Total	3,359 acres	100%	401 parcels	100%	

Table 3.2 City of San Jose General Plan Land Use Designations

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CSJ General Plan	# acres	% acres	# parcels	% parcels
Agricultural	2143	64%	349	87%
Private Recreation	314	10%	11	3%
Public Park/Open Space	818	24%	38	9%
Public/Quasi-Public	84	2%	3	1%
Total	3,359 acres	100%	401 parcels	100%

Table 3.3 Santa Clara County General Plan Land Use Designations

SCC General Plan	# acres	% acres	# parcels	% parcels
Agriculture – Large Scale	975	29%	60	15%
Agriculture – Medium Scale	1379	41%	294	73%
Other Public Open Lands	18	0.5%	1	0.25%
Major Gas and Electric Utilities	74	2.2%	2	0.5%
Hillsides	34	1%	2	0.5%
Roadside Service	7	0.2%	1	0.25%
Ranchlands	63	1.8%	6	2%
Regional Parks, Existing	809	24%	35	9%
Total	3,359 acres	100%	401 parcels	100%

City of San Jose Land Use Classifications: Detailed Explanations

Agricultural

The parcels classified as "Agriculture" under the City of San Jose Land Use designation break down further into the following uses. All parcels are designated or used for agriculture with some of them containing incidental residential or industrial buildings.

<u>General Agriculture</u>: includes small agricultural parcels (under 15 acres) falling mostly on Kalana, Dougherty and San Bruno Avenues. Observed practices include row crop, greenhouse, hay, and fallow land.

Orchard: Observed uses include only 5 large parcels (those 20 acres or more and totaling ~250 acres) still in production. Four of these parcels are cherry orchards east of Monterey Highway. One is a fig orchard west of Hale. Most other parcels designated with an orchard use now have other uses, including sod production. A few parcels have abandoned orchards.

<u>Pasture</u>: The largest parcel is 200 acres, which is the Greenbelt-designated portion of 804-acre Tilton Ranch.

Animal Farm: Observed uses include a chicken ranch and a goat operation.

<u>Truck Crops</u>: Largest lot 22 acres. Observed uses include sod production, row crop (peppers and Asian vegetables), hay, and fallow land.

<u>Residential</u>: Sixteen parcels are from 5 to 10 acres. The remaining parcels are from 5 acres down to .4 acres.

Utilities: These parcels are of negligible size.

Food Processing: All parcels in this category are owned by Monterey Mushrooms.

<u>Vacant</u>: Largest parcel is 19 acres. Owners include Victory Outreach, Monterey Mushrooms, and Bay Area Chrysanthemum Growers Association Cooperative. Uses include hay, fallow, row crop, and mushroom compost storage.

<u>Unclassified</u>: Largest parcel 81 acres. Owners include City of San Jose, Southern Pacific Transportation Co. (train tracks) and the Santa Clara Valley Water District.

Additional Observed Agricultural Uses: Approximately 24 parcels have collectively more than 50 greenhouses on them. About half (~50%) of these seem to be in use for cut flowers, nursery plants, orchid production, and Asian vegetable production. About 30% of the greenhouses are not in current use and about 20% are derelict.

Private Recreation 313 acres

All parcels in this category are parts of the Coyote Creek Golf Course.

Single Family Residence 243 acres

This category includes small parcels (most under 5 acres, one 9 acres) with single-family residences on them, most of which have little or no current agricultural uses. Parcels that are more highly associated with agriculture are not classified in this category, even if they contain houses.

Public Open Space 729 acres

Most parcels in this category are parts of the Coyote Creek Parkway and are owned by Santa Clara County and the Santa Clara Valley Water District. The largest parcel in this category is 178 acres.

Industrial 56 acres

The parcels in this category include lumber yard, prefabricated concrete, and prefabricated wood tresses uses.

Unclassified 86 acres

The largest parcel in this category is 80 acres in the northern part of the Greenbelt and is owned by PG&E. The other parcels in this category are owned by Water Works San Jose, State of California and City of San Jose.

Residential Buildout Analysis

The *Coyote Valley Greenbelt Implementation Challenges*¹⁷ report uses several key assumptions to make a preliminary conclusion about anticipated residential buildout.

Assumptions

A threshold value of \$50,000 was used as the dividing line between the "developed" and "undeveloped" categories. No distinction was made between residential and nonresidential improvements. Development constraints, such as septic limitations were not considered.

Preliminary conclusion

The residential buildout analysis for <u>privately owned unincorporated</u> parcels located in the South Coyote Greenbelt indicates that 111 of the 265 parcels are "undeveloped", and 154 are "developed." At total buildout, the Coyote Greenbelt could have as many as 265 residences located within it, under current County policies.

Other Estimates

The Dahlin Group estimates a residential buildout of 340-360 residences in the South Coyote Greenbelt as whole. This estimate was determined using different assumptions than the previous estimate: it assumes that there are 383 parcels in the Greenbelt, 349 of which are privately owned. 285 of these have improvements on them (residential or agricultural) and 64 are vacant. Of the 285 improved parcels, 37 do not have residences on them. The 64 vacant parcels and the 37 non-residentially improved parcels could all potentially have residences built on them, for a total of 101 additional residence, and a total residential buildout of 349 residences. The key difference between these estimates is the total number of privately owned parcels in the Greenbelt (265 as opposed to 349).

Non-Designated, General Land Use Resources and Relationships

The *Coyote Valley Greenbelt Interim Planning Principles* report identifies and briefly describes a number of existing general land use relationships and resources that are <u>not</u> included in designated land use categories. A list of these resources and land use relationships follows:

General Areas bordering the Greenbelt: Urban Areas; Hillsides

Sensitive Areas: Aquifer Recharge Areas; Riparian Zones; Wildlife Migration Corridors Interfaces between Areas: Gateways; Edges; Buffers

Mobility – Vehicular: Major Roads; Transit Facilities; Views and Vistas from Roadways

Mobility – Pathways: Barriers; Pathways

¹⁷ This is a companion document to the Interim Greenbelt Planning Principles. Produced by County of Santa Clara, City of San Jose, and City of Morgan Hill, August 2001.

2.4 Existing Conditions: Historical Land Uses

Historical Agricultural Uses Coyote Valley in the context of the Santa Clara Valley

Pre Settler Use of the Land¹⁸

"For the most part the creeks had no channels but flowed at will over the surface of the plains just as they had done for centuries, bringing down the rich topsoil from the mountains. "In later years this alluvial fill would become the legacy passed on to the industrious family farmers.

"Indians lived for centuries in these fertile lands and benign climate. From present-day San Mateo County to Gilroy was then a majestic oak forest. The valley oak (*Quercus lobata*), the coast live oak (*Quercus agrifolia*), and the black oak (*Quercus kelloggii*) provided the Indians with food in different seasons. Beneath the oaks grew poison oak and the bunch grasses that attracted game: antelope, tule elk, and deer. The Indians, who defined their territory by the streams, including the headwaters, came to the same location to hunt and to gather acorns. In turn the feared grizzly would come to feed on animals and man."

Late 1700s to late 1900s: Two Centuries of Agriculture¹⁸

At the southern end of the legendary Valley of Heart's Delight, the Coyote Valley was been a prime agricultural region for over two centuries. Deep fertile level soils, a moderate climate, and plentiful water made the valley well suited for many types of agricultural production: grain and forage crops, orchard and row crops, and nursery products.

"Fruit flourished from the first plantings of the padres in 1777. The orchard plantings began on a vast scale in the 1880s and orchard trees were the mainstay of the landscape until the 1980's. During that time prunes were the number one crop; Santa Clara Valley controlled the market for prunes in the United States and had a major influence on the world market. Other crops like apricots, pears, and cherries, flourished as well. The whole effect of such an orchard haven, encircled by mountains and bounded by sparkling San Francisco Bay, prompted the romantic title, 'Valley of Heart's Delight.' Given early in the century, the title stuck.

"Santa Clara County was characterized by an adherence to the small family farm tradition. Up until the mid-century, 5- and 10-acre farms were not unusual, while 20- and 30- acre farms were large enough to support a family." Proximity to major, growing urban markets as well as to transportation hubs, gave farmers additional competitive advantages.

Late 1900s: Agriculture in Decline¹⁹

Agriculture in the Coyote Valley, as on edges of metropolitan regions elsewhere, has been in accelerating decline over the past twenty-five years. Primary causes are escalating urban-edge land values and diminishing returns due to competition from agricultural areas with lower production costs in California and abroad. These primary causes have been compounded by logistical challenges including operational restrictions required by urban-edge farming conditions and loss of agricultural support facilities and infrastructure.

¹⁹ This section is taken from the Agriculture section of Getting it Right

¹⁸ Passing Farm Enduring Values by Yvonne Jacobson.

Coyote Valley Greenbelt Research

During the twenty years since the City of San Jose changed the agricultural preserve designation of the northern and mid sections of the Coyote Valley to allow industrial and urban development, the area's long-time farmers have sold more than half of the agricultural land to developers. Pending development, the land is being farmed in annual row crops and forage crops.

In the area of the Valley designated as Greenbelt, limited agriculture has continued, although increasingly, land is fallow and greenhouse operations abandoned. The Greenbelt designation is not strictly agricultural. In a patchwork development pattern, approximately thirty percent of the Greenbelt is developed with older housing tracts and industrial businesses²⁰ as well as with recently constructed and in-construction housing developments.

 $^{^{20}}$ The parcels in this category include lumber yard, prefabricated concrete, and prefabricated wood tresses uses.

3.0 Stakeholder Input

The Greenbelt Research report solicited input from three categories of stakeholders. The primary communication methods were in person interviews, phone interviews, informal email and phone conversations, and focus group meetings. Public position statements and relevant reports were also reviewed. Within each stakeholder category, findings are organized into key implementation challenges and opportunities. In many cases, direct comments are listed under findings headings.

Stakeholder categories and their subcategories are as follows:

3.1 Governmental Jurisdictions and Agencies:

- a. County of Santa Clara (various departments)
- b. City of Morgan Hill (various departments)
- c. Special Districts and Authorities

3.2 Greenbelt Property Owners and Farmers:

- a. Property Owners not farming or no longer farming
- b. Property Owners still farming
- c. Farmers leasing land and/or farming in the Coyote Valley beyond the Greenbelt
- d. Agricultural businesses
- e. Non-agricultural businesses

3.3 Environmental, Agricultural, and Food System Interests

- a. Agricultural Agencies
- b. Local Farmers & Farmer Demand/Land Access Facilitation Organizations
- c. Environmental and Open Space Advocacy Groups
- d. Food System Groups

3.1 Governmental Jurisdictions and Agencies - Summary of Findings

Greenbelt Implementation Challenges

> Development pressures

- High land prices that prevent 'new' farmers from buying lands within the Greenbelt
- 'Conventional wisdom' that agriculture is on longer a profitable activity/land use
- Potential to build large expensive homes in the Greenbelt

> Potential land use conflicts

- Potential conflict between rural residential and agricultural uses
- Wildlife corridor through greenbelt may not be feasible because of traffic.
- Increased traffic may negatively affect serpentine habitat which is nitrogen poor
- Decorative lake in the urban development may have potential for invasive fauna.

> Potential resource allocation conflicts

Needs to be an adequate water supply for current and planned uses

➤ Need for common vision, a strategic plan, commitment, resources, and ongoing effort

- No accepted and plausible positive vision for the future of agriculture in the Greenbelt.
- Lack of a lead agency focused on the Greenbelt
- Conflicting priorities for use of limited local land acquisition funds
- Lack of local government agency promoting and supporting small-scale agriculture
- Expense of appraisals for easements and limited number of qualified appraisers
- Getting people thinking beyond the past
- Limited County planning resources
- Incredible number of independently-minded folks; consensus is almost impossible
- People doubt that Greenbelt designation will hold over time
- Establishment of a Greenbelt is a positive aspect of the CVSP; to ensure its preservation, a vision and strategies need to be developed

Greenbelt Implementation Opportunities

> Only area of the County formally recognized by County, City of San Jose, and City of Morgan Hill as a Greenbelt; its success could be a model for other greenbelts in the County and in the region.

- There is an opportunity to really create something a greenbelt that could be a great model for similar urban edge areas
- Gateways or entrances into Greenbelt should contain visual features that "announce" to travelers that they are entering
- Existing developed uses should be upgraded, screened by landscaping and abated as opportunities arise

> Potential for links between and augmentation of trail systems and natural habitat areas.

- Multi-use trails and pathways should be planned to connect the urban areas to the South Coyote Valley Greenbelt and Coyote Creek Park Chain and increase linkage to the Santa Cruz Mountains, Western Hillsides, Coyote Ridge, and Diablo Range.
- Coyote Creek Park Chain should be enlarged to protect habitat, preserve the scenic corridor, and provide additional recreational opportunities
- Recreation areas should be limited to passive recreation
- Concept of on-farm habitat could fit into natural resource agency goals

- Opportunities exist for regional trail systems through the Greenbelt
- Fisher Creek has significant potential for restoration and for interpretive education
- Potential for funding from SCVWD Environmental Enhancement and Trails programs

> Promotion of smart growth, discouragement of urban sprawl, and preservation of agricultural land and open space resources are common objectives.

- Agriculture should be encouraged to provide opportunities for farmers, as well as an amenity for surrounding urban communities. Uses could include specialty crops, community supported agriculture and u-pick/agritourism, preserving the small-family farm as part of our culture
- Preserving the small family farm as part of our culture and local tradition
- Explore specific creative ideas of Greenbelt land owners; research innovative regional agricultural programs elsewhere
- Public acquisition of land to make the land available to farmers through resale or lease with conservation easements on the land. Mitigation could provide funding source

> Potential linkages with agricultural education, farm-to-school, and health initiatives.

- Synergy with dynamic Ann Sobrato High School Agriculture Program
- School district would be open to local purchases as long as price was not a major problem; would like to put on school lunch menu 'locally-grown'; taste tests would be necessary for kids to tell the difference
- > Greenbelt could add value to new development and surrounding urban areas.

Based on Interviews: Bill Shoe, Santa Clara County Planning Department (9/29); Neelima Palacheria, Executive Officer LAFCO (11/04); Pat Congdon, Executive Director, SCC Open Space Authority (11/03); Janet Felice, Director of Food Services, Morgan Hill Unified School District (10/19); Vera Gomes, Director of Ann Sobrato HS Agricultural Program (10/20); Debra Cauldon, Santa Clara Valley Water District (11/4); Dave Johnston, CA Fish & Game (11/8)

Informal communications: Pat Dando, Ex Vice-Mayor, San Jose; Mark Frederick, Santa Clara County Parks and Recreation Department; Don Weden, retired Santa Clara County planner (8/20, 8/24, 10/14; & other times)

Documents: Coyote Valley Greenbelt Recommendation, August 26, 2004, Santa Clara County Open Space Authority; Coyote Valley Greenbelt: Interim Planning Principles, County of Santa Clara, Cities of San Jose and Morgan Hill, August 2001; Coyote Valley Greenbelt Implementation Challenges, Santa Clara County Planning Office, December 2000; Coyote Valley Specific Plan: South County Interests and Concerns. Joint statement from Cities of Morgan Hill and Gilroy, Santa Clara County, the Morgan Hill Unified School District, Gavilan Community College, the Open Space Authority, and the San Martin Neighborhood Association, 5.19.04; Preliminary Comments on San Jose's Coyote Valley Specific Plan (CVSP), LAFCO 10.20.04; Countywide Fire Protection Service Review, SCC LAFCO, April 2004

Recommendations for Further Research: Gilroy's agricultural mitigation policy; East Bay Regional Park District – Bay Shoreline Interpretive Trail in Richmond; Habitat Conservation Plan (HCP); Natural Communities Conservation Plan (NCCP); Marc Klemencic, SCVWD Coyote-Uvas-Llagas Watershed Manager; Yves Zutti, San Jose Public Works; Darryl Boyd, San Jose Planning Department; Kings County, CA Farm Day; Prairie Crossing model near Chicago

3.2 Greenbelt Property Owners and Farmers - Summary of Findings

3.2. A. Property Owners Not or No Longer Farming

Background/Current Conditions: Approximately half of the respondents in this category reside in the Greenbelt area. Others have previously lived there, or have never lived there, and currently live in San Jose and elsewhere. Respondents have owned property in the Greenbelt for a range of years—with purchase dates from 1920 through 2000. The majority have owned property in the Greenbelt for over 20 years. The majority of respondents in this category of non-farming Greenbelt property owners have farmed at one time or another. These farming activities range from greenhouse operations to locally-marketed produce, but have all diminished. Currently, land use is primarily fallow, with minimal use for non-market crops: animals for residents' children, hay grown by leasing farmers, or fruit trees supplying produce for family and friends.

Greenbelt Implementation Challenges

➤ Anger and distrust due to exclusion from previous planning process

- Outsiders are dictating land use
- San Jose doesn't want to work with us
- Slapped with the Greenbelt designation
- We are out of the process

> Unfair exclusion from profits

- The guy across the street can tap into great market for his land, while they are prohibited
- We should be able to subdivide.

> Agriculture is no longer feasible

- Not profitable: "The bottom line is zero", "Can't make a dime off of this land", "Trees aren't doing well", "Tried agriculture, and it failed", "Water problems: bad for agriculture", "Operational costs are too high",
- Adjacency to houses is bad for farming
- Small acreage is useless for agriculture
- North of Palm Avenue is where the prime agricultural land is

Greenbelt Implementation Opportunities

- ➤ Willingness to lease agricultural land given availability of land at fair farm land rates
- > Potential for an aesthetic agricultural and natural landscape to raise homesite values

Based on Interviews: Coyote Valley Alliance for Smart Planning - Lee Wieder, Tedd Faraone, and Jack Faraone (many communications); Alliance meeting with CVSP team (10/19); Jojhar Dhillon (10/14); Jenny Sakauye (10/14); Mike Zanotto (10/15); Tony (A.J.) Intravia (10/15); Jenny Sakauye (10/14); Eric Flippo (10/18); Don Christopher, Richard Barberi, Richard DeSmet (11/4); Ray Malech (10/28); Dan Carroll (8/20); Don and Joyce Mirassou (8/20); Bob Nagahara (9/6, 10/19); Dan Perusina (10/12); Frank & May Fong (10/14); Jo Crosby (10/28). Additional interviews planned.

3.2. B. Property Owners Still Farming

Background/Current Operations: Respondents in this category tend to be over fifty years old and fall into two groups: those who have been landowners/farmers in Coyote Valley for multiple generations, and those who began farming in the area as adults, primarily in the 1980's and 1990's. The former group includes operators of a cow-calf operation and of cherries orchards. The later group includes a number of greenhouse growers who previously specialized in flowers (including chrysanthemums), and currently grow Asian vegetables and flowers. The majority of farmers in the Greenbelt own the property on which they farm, and reside in Coyote Valley. The respondents in this category tended to be over 50 years old.

Greenbelt Implementation Challenges

> Experience of traditional agriculture and current agricultural practices as no longer being feasible

- Discontent with over-regulation (e.g., of permitting process, application of restricted materials, and of water monitoring requirements of pesticides and pest control, primarily)
- Shrinking habitats for, and over population of, wildlife
- Concerns about effect of impending development: increased traffic, trespassers
- Hard to make a living, some are working very long hours at older ages
- Labor concerns: expensive, hard to find (especially seasonally), cannot afford to live nearby
- Ground/soil: too heavy, 'a mixed bag.'
- Greenbelt designation is mandating major sacrifice

➤ Anger and distrust due to exclusion from planning process

- Would like City to know of their problems
- Want to be part of the plan

> Sense of being unfairly excluded from profits

- Want to sell and retire: "land is my retirement plan."
- Want to have options
- Want zoning for housing (such as 1-3 residential)

> Development will mean loss of rural quality of life

Greenbelt Implementation Opportunities

➤ A couple of farmers would like to continue with agriculture

- Do not want to move: this is a good location for customers
- Want to expand market, maybe expand into organics
- Would like to see incentives to retain, produce, and enhance agriculture in the area.
- Would like to see place-based/regional marketing, greenbelt-supportive programming, marketing assistance. (See Appendix A.3.1)
- Would like to collaborate with other local businesses
- Would like to see more produce stands, agricultural tourism (See Appendix A.3.c)

Based on Interviews: Violet Johnson (9/15); Liz Hirata (9/1, 9/9); Chris Marchese (9/9); Harold and Barbara Baird, Janet Burback, Sally Baird – Tilton Ranch (10/8); Yen Luong – Valley Orchids (9/30); Dan Carroll (8/20); Joyce and Don Mirassou (8/20); Asian Greenhouse Growers (10.6.04) - Wing Mok, Bun Luong, Yik Bun Law, Kai Hoi Ynag, Sin Wah Mok, Alum Mok, Ted Leung, Wayland Tam, Eddie Osaka, Roy Kikinaga, Xay Duc Houng, Chow Ho Mock, Gou Ping Yuan, Samuel Kwang, Heng Tan

3.2. C. Farmers leasing land and/or farming in the Coyote Valley beyond Greenbelt

Background/Current Operations: Respondents in this category primarily come from families that have farmed in the Coyote Valley area for a long time - some for multiple generations, one since 1870. Of the four farmers interviewed in this category, one leases, one owns, and two both own *and* lease land. Two of these farmers also farm in Gilroy. Current crops include apricots, pumpkins, corn, peppers, alfalfa, safflower, oats, and wheat (mainly grown for animal feed).

Greenbelt Implementation Challenges

> Agriculture is already challenging

- Imports are killing California, we can't compete.
- City indicated that it would provide sewer upon annexation, but this has not happened
- Cost of farming has gone up
- Effects of urban expansion: can't move farm equipment except on Sunday mornings
- Organic farming requires transition period
- Feel sorry for people who got stuck in the Greenbelt zone

> Development will make agriculture impossible

- Agricultural Greenbelt is "a joke" because of: water problems, no large parcels, no buffers, too many houses, businesses that smell bad, traffic, and regulations that are not farmer-friendly
- The area will no longer offer the option for the lifestyle they want

Greenbelt Implementation Opportunities

➤ Maybe some things are worth trying

- Cross-valley trails, recreational trails
- Pilot programs for small-scale intensive/innovative agriculture, possibly including onfarm housing for farmworkers (See Appendix A.3.e)
- Specialty nursery crops (See Appendix A.3.b)
- Development that has a little of everything
- ➤ Hate to see the Valley change but have to accept it.

Based on Interviews: Kip Brundage (9/29); Joe Gonzales (9/30); John Spina (9/30)

3.2. D. Agricultural businesses

Background/Current Operations: Monterey Mushrooms is Coyote Valley's largest agricultural business. Established in 1971, it is the world's largest mushroom producer, with locations in the US, Canada, and Mexico. The company employs over 400 people on its 40-acre Coyote Valley facility. Fifteen trucks of mushrooms are shipped from this site on a daily basis.

Greenbelt Implementation Challenges

- **Labor:** hard to attract and sustain in a high-priced area
 - Employees cannot afford housing in the area; have to travel longer distances to work.
 - New, higher paying jobs in the new development will draw potential employees away
- > Regulatory barriers: too many, too expensive, too time-consuming
 - Expensive implementation of mandated practices (such as construction of a pond for waste water)
 - Lengthy permitting process of receiving building permits for expansion
 - Potential for heightened complaints about odors
 - Uncertainty not conducive for expansion and investment

Greenbelt Implementation Opportunities

- **➤** Would like to continue and perhaps expand operations
- > Affordable nearby housing for employees would be a plus

Based on Interviews: Bob Wright, Monterey Mushrooms (9/22); Shah Kazemi, Monterey Mushrooms (9/20)

3.2. E. Non-Agricultural businesses

Redwood Empire: This business has been located in the Greenbelt since 1976. The owner's family lives in Morgan Hill. The owner, Joe Burch, plans to remain in Coyote Valley, and hopes to expand his business to include the production of products made from lumber scraps, such as lattices and planter-boxes. His primary concern is the uncertain nature of his renewable non-conforming use permit and of continued permitting to remain in business on this location. He urges the Greenbelt to permit existing businesses to remain, and to include wood products in its description of agricultural products.

Victory Outreach Church: Having purchased land in the Greenbelt under the impression that a large group assembly (LGA) could be built on-site, the Victory Outreach Church learned that this was not the case. Since that time, the congregation has struggled with permitting and county ordinances, and has been operating out of a large tent, illegally constructed on the property. The Reverend and others in the church express their hopes that, if not allowed to build on site, they could find a location for their church and community program facilities in the developed part of Coyote Valley. In this case, they hope for their land to remain a valuable investment, and would entertain the idea of establishing farm or garden programs on-site.

Greenbelt Implementation Challenges

> Uncertainty not conducive for expansion and investment

Greenbelt Implementation Opportunities

- ➤ Potential for expanded agricultural-related business opportunities
- > Possibilities for agriculture as community service enterprise and education

Based on Interviews: Reverend Paul Quijada and Jerry Amaro, Victory Outreach Church (11/4.); Lizanne Reynolds; SCC Deputy Counsel (regarding litigation on Victory Outreach Church); Joe Burch, Redwood Empire (10/13)

3.3 Environmental, Agricultural, and Food System Interests - Summary of Findings

3.3. A. Agricultural Agencies

This category of interviewees includes agricultural extension agents, researchers, and farm organization staffs.

Greenbelt Implementation Challenges

- > Organic, specialty crop production is a valuable niche, but also competitive
 - The farmers who succeed are highly driven, expert marketers and growers
- ➤ Lack of data on small farm/organic/specialty crop practices and successes
 - Specialty crops and direct marketing have been done in nearby counties, but have not, historically or typically, been done in this area
- > Insufficient information about Greenbelt soils and water quantity and quality

Greenbelt Implementation Opportunities

- ➤ Marketing for the rural/urban connection: rural success linked to urban needs
 - A prime location for development of CSA operations
- > A stabilized and evolving agricultural sector is possible with sufficient support
 - An agriculture 'hub:' such as agricultural ombudsman and center for regulatory and permitting information
 - Support and involvement of ethnic farmers
 - Support for agricultural literacy and awareness

Based on

Interviews: Jenny Derry, Executive Director, Santa Clara County Farm Bureau (9/22, 9/27); Desmond Jolly, Director, Small Farm Center (9/8)

Informal conversations: Maria de la Fuente, County Director, UC Cooperative Extension, Santa Clara County (8/30); Ron Voss, UC Davis Vegetable Crop advisor, former Director, Small Farm Center (8/3) **Documents:** *The Feasibility of Maintaining and Enhancing Agriculture in Santa Clara County*, prepared by AgInnovations Network for Santa Clara County and SCC Farm Bureau.

Recommendations for Further Research: San Jose Community Gardening Program; National Agricultural Statistical Service; Economic Research Service (UC Davis); Small Farm Viability Study for CA (1980); Tom Haller, former ED, California Alliance with Family Farmers; Small Farm Center Database, UC Davis; Mary Ellen Dick, coordinator of agricultural water use classes in Santa Clara County

3.3. B. Local Farmers & Farmer Demand/Land Access Facilitation Organizations

Interviews in this category included local farmers growing specialty and organic crops, as well as representatives of organizations working to facilitate land access for small farmers.

Greenbelt Implementation Challenges

- ➤ Affordable land for purchase or lease
- ➤ Affordable housing for farm family and farm employees
- > Liability issues involved with trails next to farms and on-farm habitat programs

Greenbelt Implementation Opportunities

> Demand from new farmers and farmers wanting Coyote Valley climate and resource

- FarmLink and ALBA have dozens of farmer clients who are seeking land access for farm operations on 5-25 acres and who have strong interest in *urban edge* agricultural opportunities
- Local farmers assess CV micro-climate and greenhouses for potential expansion

> Urban edge location offers unique opportunities

- Farm programs for social service organizations (e.g. horticultural therapy, job training, enterprise development for at-risk groups and youth)
- Opportunity for landscaping/crop sharing businesses serving rural ranchettes
- Possibility of a center that combines consumer education with farmer support for distribution, technical/operational issues, and ongoing training
- Opportunity for major educational/visitor gardens (such as COPIA or Fetzer Vineyards Garden)
- Agritourism of all forms, especially for seasonal activities (e.g. harvest, holiday, spring flower, summer camp)

> Small-scale agricultural models seen as feasible for this location

- Pastured poultry and small-scale animal operations (see App. A.3.k); collective creamery
- Specialty nurseries with wholesale/retail businesses
- Equestrian programming, riding schools

> Possibility for on-farm conservation as part of mitigation requirement

- Farm water catchment ponds could combine sediment-catching function and provide wildlife habitats
- Farmlands as mixed habitat for wildlife

> Beneficial uses for existing local resources:

Mushroom compost and clay made into finished compost product

Based on

Interviews: Brett Melone, Agricultural and Land-Based Training Association (10/28); Reggie Knox and Steve Schwartz, California FarmLink (several communications); Greg Beccio, Happy Boy Farms (10/20); Phil Foster, Foster Ranch (10/12); Paul Hain, John Hain & Son Farms (10/20); Peter Van Dyke (10/12) **Informal conversations:** Dale Coke, Coke Farms (10/28)

Documents: Letter to Eric Carruthers and Citizens' Advisory Committee of Santa Clara County Open Space Authority, from Steve Schwartz, California FarmLink (8/2); Annotated List of Sample Aspiring Farmers from CA FarmLink's Database, from Reggie Knox (10/8); Feasibility Study for Urban Edge Agricultural Parks, Overview of Farmer Demand, prepared by Brett Melone of ALBA, for SAGE.

Recommendations for Further Research: Bob Bugg, UC SAREP; Bleck and Harris, agricultural property managers in the Central Valley

3.3. C. Environmental and Open Space Advocacy Groups

Greenbelt Implementation Challenges

- ➤ Buffer issues between housing, agriculture, and wildlife uses
 - Wildlife corridor needs to be buffered from small animal husbandry, equestrian facilities, and residences
- ➤ Need an agency to mange plan, monitor easements, and monitor for invasive species
- > City and County have trouble coordinating/collaborating
 - Need an entity to promote the Greenbelt Plan
- ➤ Need to come up with a different model of agriculture
 - Can't go back to traditional agriculture
- Hillsides and Coyote Creek Parkway should have priority for preservation and resources

Greenbelt Implementation Opportunities

- ➤ Numerous potential habitat preservation strategies
 - Multiple farmers coordinating on a larger scale WildFarm Alliance likes this idea
 - Habitat preservation could be rolled into new water quality control requirements multiple uses for runoff ponds
- > Intensive agriculture could contribute to the workforce goals of Coyote Valley
 - Maximize opportunities for agricultural enterprise
- > Strong support for Santa Clara County Open Space Authority goals
- ➤ An opportunity to celebrate sense of place and the land
- **Potential for iconic design features in the landscape** (See Appendix A.3.f)
- ➤ Likely pond creation and creek restoration as potential wildlife habitat and natural landscape feature (See Appendix A.3.j).

Based on

Interviews: Erik Vink, Trust for Public Land (10/8, 10/15)

Informal conversations: Tim Wirth, Trust for Public Land (9/24); Tom Cronin, Committee for Green Foothills (9/28); Greenbelt Alliance (10/27); Craig Breon, Lloyd Wagstaff, Tom Cronin (CGF), Michelle Beasley (Greenbelt Alliance), Jeremy Madsen, Melissa Hippard, Eric Carruthers; Tim Frank, Sierra Club; Nancy Richardson, SCC Land Trust; Kathryn Lyddan, Brentwood Agricultural Land Trust (11.4.04) Documents: Organic Farmers' Guide to Conservation of Biodiversity on Organic Farms, Wild Farm Alliance; Letters to Laurel Prevetti, Trixie Johnson, Friends of the Coyote Valley Greenbelt; Mission and Positions Statement, Friends of the Coyote Valley Greenbelt

Recommendations for Further Research: Randy Gray, USDA-NRCS; Santa Clara NRCS and RCD; Sustainable Conservation, a NGO helping to streamline paperwork; Packard Foundation; Silicon Valley Conservation Council; Marketing study being conducted by Stanford graduate students, for San Mateo County; King County, Washington; Peconic Land Trust, Suffolk County, New York (Long Island)

3.3. D. Food System Groups

Respondents in this category represent local restaurants and food service companies that want to expand their support for local farmers.

Greenbelt Implementation Challenges

Lack of information and insufficient distribution channels can impede local buying

Greenbelt Implementation Opportunities

> Socially responsible, green businesses are the wave of the future

- Developing niche: "Food services for a sustainable future"
- Greenbelt seen as possible venue for "ag-tainment' events for clients, managers, and workforce

> Participation in local economy as a public relations opportunity

- Bon Appetit has a large "Farm to Fork" program. Their effort to "go seasonal, go regional" helps strengthen their market while helping to preserve small farms. "We are stakeholders in the local economy".
- Respondents want to use purchasing power to support local agriculture and struggling family farms
- More chefs are aware that gourmet food is locally produced. Jesse Cool

Based on

Interviews: John Dickman, District Manager, Marc Zammit, Director, Culinary Support and Development, Maizie Ganzler, Director of Communications & Strategic Innovations, Bon Appetit Management Company (11/8); Brian Gardener, CEO, America Fresh (produce supplier to restaurants) (10/6); Bart Hosmer, Chef, Parcel 104 (a Lark Creek Consortium restaurant) (10/6); Jesse Cool, Palo Alto restaurateur (9/23)

4.0 Greenbelt Case Studies

The Report looked at six case studies that provide illustrative examples of tools and strategies that could be applicable to the Coyote Valley Greenbelt. They include: Sonoma County Agricultural Preservation and Open Space District; Tri-Valley Conservancy; Brentwood Agricultural Land Trust; Capay Valley Vision; Marin Organic; and Solano Land Trust. These case studies were selected for the relevance of their successes - and challenges – and for the diversity of their preservation, conservation, education, agriculture promotion, and funding tools.

A summary of the lessons learned from the case studies is below (and in the Executive Summary) followed by the studies themselves. Appendix A, Section 3 consists of images of farms and places utilizing the tools described below and Section 4 consists of images of the Case Study sites themselves.

Summary of Lessons Learned

Farmland Preservation/Retention

- Nearby/adjacent preserved farmland and/or open space are valuable amenities to some homebuyers. This value can be used to compensate for seemingly high agricultural land prices. (See Appendix A.3.a for examples of the aesthetic value of small scale agriculture)
- If zoning allows for development, the price of agricultural easements is relatively high.
- Conservation easements alone may not ensure that properties will be actively farmed, and may need to be combined with incentives, program funding and/or negotiated public access to be able to support ongoing agriculture (See Appendix A.3.g and A.3.h for examples of farmland preservation and of preservation combined with open space/public access)

Increased Public Access and Education

- Agricultural tourism and public access increase support for local farming projects and public appreciation of agriculture. (See Appendix A.3.c and A.3.d for examples of farms that practice agritourism.)
- Collective operations and ownership support farm/project viability and community investment in some cases.

Limited Resource Farmer Assistance to Land, Markets or Training

- Critical to the success of relatively small-scale agricultural projects are practices such
 as: crop diversification (with an emphasis on specialty crops), low-input or organic
 farming methods, direct and diversified marketing strategies (with an emphasis on
 niche markets), on-farm programs and services, farm identity development,
 participation in regional branding programs, branding/identity, and value-added
 production based on farm products. (See A.3.b for examples of specialty-crop
 producers.)
- Projects utilizing a combination of affordable leases and structured, collaborative marketing have been successful.

These examples, all from the greater Bay Area, highlight several strategies for agricultural preservation in areas under pressure from urban development.

- Conservation easements have been successful in many cases, especially in Sonoma County and South Livermore Valley. The Solano Land Trust is also beginning to utilize this mechanism.
- Outright acquisition is also an important tool, especially when current agricultural use is not competitive.
- Development rights exchange programs give incentive to developers to place agricultural land under conservation easement in return for additional development rights within urban boundaries. This tool is being used in Brentwood and South Livermore.
- Regional Branding is a useful support mechanism for local agriculture, if there is a
 positive and coherent identity to the agriculture, as in the case of Marin Organic,
 Sonoma Select, and Capay Valley (See Appendix A.3.1 for examples of regional
 marketing).

4.1 Sonoma County Agricultural Preservation and Open Space District

About the District

The formation of the Sonoma County Agricultural Preservation and Open Space District was the result of the public's concern over the urbanization and displacement of agricultural land and open space in Sonoma County. In November 1990, Sonoma County voters approved Measures A and C. The purpose of Measure A was to establish the District while Measure C called for a ¼ percent sales tax over a 20-year period to fund agricultural preservation and open space acquisition. The sales tax provides an annual allocation of approximately \$13 million to the District's land conservation program.

The 17-member Open Space Advisory Committee, appointed by the District Board of Directors, is comprised of representatives from various interest groups and the cities. The Advisory Committee is responsible for advising the District Board and staff on policy matters as requested, and making recommendations for proposed land and easement acquisitions. The District has no power of eminent domain. The District can only purchase interests in real property from willing sellers. The principal focus of the program is to acquire conservation easements, but the District may acquire fee titles in property where the project is in conformity with the Expenditure Plan.

Methods of Land Conservation

Conservation Easements

The District's primary land acquisition tool is a legally binding deed and agreement between a landowner and the District in which the landowner voluntarily limits development and other uses of the property to protect its conservation values. A conservation easement granted to the District runs with the land in perpetuity. Conservation Easements are beneficial to landowners and to the public for several reasons:

- Conservation easements are an efficient use of public funds. They save taxpayer money by costing less than buying land in fee.
- Conservation easements help keep land in the family because a landowner can generate needed capital without selling the land.
- By acquiring a conservation easement, the District accomplishes its land conservation
 goals without owning and managing the land. Land management continues to be the
 responsibility of the landowner, subject to the terms of the conservation easement
 agreement.

Land in Fee

The District also acquires land outright for public purposes, such as for a park or wildlife preserve. The District may on occasion purchase land in fee and resell it with conservation easement restrictions that achieve the District's agricultural preservation and open space purposes.

Acquisition Plan

Acquisition Plan 2000 directs the land conservation efforts of the Sonoma County Agriculture Preservation and Open Space District ("District") and assists the District in carrying out the 1990 voter-approved measures for preserving agricultural and open space lands in Sonoma County. The District uses various factors to guide the evaluation

and selection of properties including adjacency to protected lands, ecological value (unique site, beneficial habitat, species diversity, protection of endangered species, etc.), strong landowner commitment to protecting conservation values, high risk of loss without District participation, and development potential, including certificates of compliance that could undermine conservation values

Highlights of Acquisition Plan 2000

- Acquire open space throughout Sonoma County within each of the four acquisition categories: Agriculture, Greenbelts, Natural Resources, and Recreation.
- Double the extent of District-protected lands from 27,000 to 54,000 acres within the next five years.
- Allocate a minimum of \$10 million within each open space category every three years for high priority land acquisitions.
- Pro-actively solicit willing seller participation in the District's land conservation program.
- Utilize a Geographic Information System (GIS) and Property Evaluation Method to review and prioritize conservation projects.
- Establish key conservation partnerships with public agencies and private organizations to complete significant land acquisitions.
- Set annual acquisition goals within each category and evaluate District progress in each category on an annual basis.

Acquired Lands

To date, the District has protected 30 Agricultural properties, totaling 21,161 acres, and 36 Greenbelt properties, totaling 7,332 acres.

Small Farms Initiative

The Small Farms Initiative was developed by District staff and agricultural experts, who were concerned about agricultural diversity, and specifically the future of local vegetable farms. Land values for Sonoma's quality wine grapes are so high that vegetable farmers are unable to compete. The Small Farms Initiative recognizes that vegetable farms provide a valuable benefit to the community, and contribute to the local economy.

The Small Farms Initiative allows the District to lease land to farmers who want to grow vegetables, flowers, herbs, and berries. The leases preserve some lands zoned for agriculture in production and provide access for experienced farmers who may not otherwise be able to find affordable land. This initiative aims to ensure and enhance the continued diversity of agricultural products and viability of agricultural lands in Sonoma County. Currently, Tierra Vegetables is the only participant in the Small Farms Initiative program.

LandPaths

LandPaths, founded in 1996 is the District's non-profit land stewardship partner. It leads year-round outings and organizes educational tours to properties protected through District conservation easements that would otherwise be off limits to the public. This enables people to learn about the many scenic and natural resources in Sonoma County. LandPaths creates ways for people to experience the beauty, understand the value, and assist in healing the land in Sonoma County.

4.2 The Tri-Valley Conservancy: South Livermore Valley

History and Background

The South Livermore Valley Agricultural Land Trust (SLVALT) was established in 1994 subsequent to the County's adoption of The South Livermore Valley Area Plan (SLVAP) to preserve and protect important agricultural and open space lands. The Land Trust's original goal was to permanently protect and steward 5,000 acres of land within the SLVAP. As of 2003, over 3,700 acres are under conservation easement.

In early 2003, a strategic plan process was initiated and the land trust board recognized the need to have a greater conservation presence in the region. The SLVALT became the Tri Valley Conservancy with an expanded mission and an expanded geographic area.

The Conservancy's mission is to permanently protect the fertile soils, rangelands, open space and biological resources and to support a viable agricultural economy in the Tri Valley area. The Conservancy accomplishes this mission by providing landowners with a flexible, voluntary alternative to subdividing or developing their property.

One facet of the Conservancy's work is acquisition. Working with willing landowners, the Conservancy acquires property development rights through the legal arrangement of a conservation easement. In so doing, the Conservancy ensures that a property will be protected from future development.

The Conservancy works with developers in a unique model to conserve the Valley's important lands. Through county and city programs, developers in the region are required to mitigate their projects by fee payments and/or by replacement of agricultural acreage covered by a conversation easement. The Conservancy was established as the recipient of those mitigation fees and the custodian of the conservation easements on replacement acreage within the SLVAP. The Conservancy will continue its original mission to preserve 5,000 acres within the SLVAP until completed. All monies received by the Conservancy for the SLAP will be restricted funds used for only that purpose.

Conservation Easements

The Conservancy operates by acquiring conservation easements from willing landowners. A conservation easement is a legal agreement between a property owner and the Conservancy. The easement places permanent restrictions on future use in order to maintain the property's agricultural, scenic, or habitat value. As a legal deed restriction, the easement runs with the land in perpetuity.

The Conservancy becomes the custodian of all or part of a property's development rights through the conservation easement. One development right equals the ability to add one buildable subdivision parcel to a property. The number of development rights on a given property depends on the property's size and zoning designation. The easement details property-specific restrictions on future development. For example, the easement may limit or prohibit future subdivision and may restrict non-agricultural improvements to defined areas. The easement need not change the current use of the property and does not limit the owners' right to lease or sell. The owner retains fee title and can continue to live

on and use the property. As the custodian of the property's development rights, the Conservancy is responsible for stewardship of the easement in perpetuity.

The Conservancy acquires conservation easements through purchase or donation. The value of the easement is mutually agreed upon by the landowner and the Conservancy and is based upon the development potential and conservation value of the property.

In addition to receiving possible property and estate tax benefits, landowners dedicating easements to the Conservancy play a vital role in protecting the Valley's agricultural productivity and open space character for present and future generations.

Acquired Lands

To date, the Tri-Valley Conservancy holds 53 properties in conservation easements, totaling over 3,700 acres.

Financial Programs

Recognizing that development pressures in the South Livermore Valley are intense, county and city planners developed the Bonus Density Program and the South Livermore Specific Plan. The purpose of these programs is to assure that conservation happens in concert with development, that development is carefully planned and managed, and that the Conservancy has a funding base to use towards its acquisition and stewardship activities.

Through **Alameda County's South Livermore Valley Area Plan**, landowners may qualify to receive additional property development rights in exchange for planting a portion of the property in cultivated agriculture and placing that portion under conservation easement. For example, a 100-acre property zoned for agriculture normally has one development right. Under the Bonus Density Program, an additional four development rights may be placed on the property and each of the resultant 20-acre parcels granted a 2-acre building envelope. In exchange for the newly granted development rights, each parcel's 18 un-developable acres must be planted and placed under conservation easement.

Through the **City of Livermore's South Livermore Valley Specific Plan**, developers are required to carry out agriculture mitigation financing in the following ways: 1) paying the Conservancy a fee sum for every home lot developed; or 2) placing one acre of cultivated agriculture land under conservation easement for every house constructed, and placing one acre of cultivated agriculture land under conservation easement for every acre of cultivatable land developed.

4.3 Brentwood Agricultural Land Trust

The fast-growing City of Brentwood in northwest Contra Costa County is home to high-producing orchards and row crops. Regional agricultural production generated \$51.2 million in 1998. Local farming is being threatened, however, as San Francisco Bay Area suburbs expand eastward. The city's population has grown more than 200 percent since 1990 and its current population of 23,000 is expected to nearly double again before the city reaches its anticipated build-out population of 43,000.

Land Conservation Program

Existing Land Conservation Program

The Brentwood Agricultural Land Trust (BALT) is a 501c3 California nonprofit corporation. BALT was created, in part, to implement the farmland conservation program adopted by the City of Brentwood (the "City") in September 2001 pursuant to Ordinance No. 683. The City's farmland conservation program seeks to conserve productive agricultural farmland in the 11,000-acre County Agricultural Core (the "Agricultural Core") to the east and the south of the City.

The Ordinance provides:

- Agricultural Mitigation Fee. Developers in the City must pay an agricultural mitigation fee of \$5,500 for each acre of prime agricultural land converted to urban uses.
- Farmland Conservation. The agricultural mitigation fees collected are to be used to preserve agricultural land through the purchase conservation easements and fee title.
- Iransferable Agricultural Credit Program (TAC). When certain valuable agricultural land in a 2,600-acre area south of the City is permanently preserved, the property owner gains two TAC credits for each acre preserved. Each credit may be used to build one unit of above mid-range density in developments within the City. The current program anticipates a private market in credits between property owners and developers.

Status of Land Conservation Program

To date, BALT has not completed any conservation easement transactions. However, BALT is currently negotiating two conservation easements.

- *TAC transaction*. A developer in the City is required to provide twenty TAC credits prior to grading its project. The developer has purchased a twenty -acre parcel in the TAC area and will place a conservation easement on the property to gain the TAC credits required for its project in the City. It is anticipated that this transaction will be completed by November, 2004.
- Vineyard property. BALT is also working with the owner of an 80-acre parcel in the Agricultural Core. A portion of the property is planted in vineyards. The property owner is interested in recording a conservation easement on the property in favor of BALT.

Challenges to Implementing the Current Land Conservation Program

- Uncertainty regarding future zoning in the County Agricultural Core. The County General Plan will be reviewed in 2010. There is a strong public perception among property owners that the urban limit line will be pushed out into the Agricultural Core and/or that the zoning in the Agricultural Core will be changed to allow for more development.
- Rapid increase in land values. In the past couple of years, property values in the Agricultural Core have increased at a rate of twenty-five percent a year. Large parcels of agricultural land (i.e. over fifty acres) are selling for approximately \$27, 000 an acre. Small parcels for much more. Ten acres parcels with a single home site are selling for \$70,000 an acre. A fallow, vacant twenty acres parcel in the TAC area to the south of the City reputedly just sold for \$1,600,000.
- *Small parcel size in the Agricultural Core*. Minimum zoning in the Agricultural Core is 40 acres but many parcels are much smaller. South of the City in the TAC Area, most parcels are ten or twenty acres. This results in higher values and more difficulty preserving productive agriculture.
- County's nonparticipation in the land conservation program. While the County has restricted development in the Agricultural Core, it has not participated in any other land conservation efforts.
- Restrictive agricultural enterprise zoning in the County Agricultural Core. Current zoning in the Agricultural Core prohibits many agricultural enterprise activities such as commercial kitchens and special events that are essential to the economic viability of family farms.

Agricultural Enterprise Program

Through a strategic planning process, BALT has defined its mission as "to protect productive agricultural land <u>and to promote the economic viability of agriculture</u> in East Contra Costa County." Based on the conviction that creating a vibrant agricultural economy is essential to preserving prime farmland, BALT has formed the Agricultural Enterprise Committee to bring farmers, the community and local governments together to promote local agriculture and remove regulatory restrictions to agricultural enterprise. The committee, which meets once a month, is well attended by an extraordinarily diverse group of family farmers, from large conventional wholesale marketers to small-scale organic farms. The group has worked cooperatively to identify projects that would benefit all Brentwood farmers.

Through a consensus building process, this committee has identified goals and has begun to implement several projects. Specifically, the farmers identified three goals they felt were essential to preserve and promote the economic viability of agriculture in East Contra Costa County.

 Create a Brentwood Farmers' Market. The Brentwood Certified Farmers Market opened on June 2004. This community building accomplishment reverses three decades of opposition by local u-pick farmers who were concerned that a farmers market would bring competition from out-of-town farmers. Because BALT's Agricultural Enterprise Committee is farmer based, the committee was able to give all

- Brentwood farmers a voice in how the farmers' market was structured resulting in a unique farmers' market that features primarily local farmers.
- BALT has applied for several grants to fund a comprehensive regional marketing program to create a unique regional identity for Brentwood agricultural and to increase consumer awareness of the fresh local produce grown in Brentwood, both in the burgeoning nearby suburban population and in the nearby Bay Area markets.
- Lobby to change existing county zoning laws that prohibit commercial kitchens, special events and other agricultural enterprise activities on local farms. BALT is working closely with the County to revise restrictive agricultural zoning and to streamline agricultural enterprise permitting.

The primary obstacle to the Agricultural Enterprise Program is a lack of funding. The mitigation fees levied from developers are primarily earmarked for the land conservation program. BALT is seeking other sources of funding for the Agricultural Enterprise Program.

4.4 Capay Valley Vision Plan

Capay Valley Vision provides a forum for Capay Valley residents, from Madison to Rumsey, to examine the issues of agriculture, transportation, economic development, recreation and housing through a community-engagement process. This translates into community forums, trainings, and planning meetings by community residents and organizations that are leading to sustained projects in the community.

Capay Valley Vision was created to enhance ongoing communication within the diverse community of the Capay Valley, to reflect all opinions and to search for common ground on the vision for the Valley's future. Recognizing that change is inevitable, the organization works to manage and guide change in a way that best preserves the Valley's rural character, agriculture, history and natural environment, while supporting a vital local economy.

Goals and Strategies for Agriculture and the Environment

- Farming and ranching become more profitable in the Capay Valley preserving and enhancing the Valley's rural character and way of life.
- Land, air and water are preserved and maintained in a manner that supports long-term agricultural viability.
- The historic knowledge base, skills and experience of those who work the land is recognized, nurtured and passed on.
- Capay Valley agricultural products increase in recognition in the greater regional marketplace for their excellent freshness, flavor, quality and diversity.

Strategy 1: Education and Workshops

Host a series of educational workshops for area growers, ranchers and Community members on innovative production, stewardship and marketing practices.

Educational workshops engage growers in working together to improve the conditions for production and marketing of local crops and improve stewardship of natural and agricultural resources. They also offer opportunities for non-farming community members to learn about local agriculture. Workshops will be designed to support each goal and strategy in the Plan.

Strategy 2: Production, Processing, and Marketing

Investigate and develop innovative marketing, production and processing techniques for Capay Valley ranchers and farmers.

Small-scale, owner-operator, cow-calf operations dominate the hills on both sides of the Capay Valley. The preservation of these operations is key to maintaining the character of the community and the economy of the Valley. Many Capay Valley ranchers are already using innovative techniques to protect the Valley's natural resources and maintain high quality grasslands. Some of these producers have begun to investigate possibilities for grass-fed beef marketing, mobile processing facilities and organic beef production.

Strategy 3: Farmland and Agriculture Resource Protection

Protect and maintain the affordability of farmland and agricultural resources. For agriculture to remain viable in the Capay Valley, land prices will need to reflect agricultural value rather than development potential, farm labor will require affordable housing, and new or growing farms will require access to land.

Agricultural conservation easements are a tool to keep agricultural land affordable to farmers and ranchers. Easements compensate landowners for the development rights of a parcel, helping to capitalize the farm, retire debt, lower tax liabilities and aid in estate planning – while protecting farmland over the long-term. Until four years ago little money was available for agricultural easements in California. New state bonds and federal legislation have created a narrow window of opportunity, offering easement money for the next two to three years.

Decent and affordable farm labor housing is critical to perpetuating the knowledge, skill base and culture necessary to sustain the Capay Valley agricultural economy. A comprehensive program to strengthen the economic position of farm workers in the community should include an element that would assist farm workers in acquiring land and adequate housing of their own.

Strategy 4: Regional Branding and Promotion

Form a Capay Valley brand identity to market local goods and farm products.

To preserve the agricultural economy and rural character of the Capay Valley, local farmers and craftspeople must be able to capture more of the consumer dollar. Capay Valley producers in partnership with restaurants and retailers have the potential to meet market demand in the Sacramento Metro Area and beyond for high quality products that are fresh and grown locally.

In the past five years several efforts to develop regional and local food brands have been met with enthusiasm. As agriculture globalizes, food has become increasingly anonymous to the consumer. People often don't know how their food is grown, who grows it, the land that it comes from, or how it is processed and distributed. Place-based labeling allows farmers to differentiate their product and to help consumers identify with a place. Recent consumer research confirms that the public identifies with "buying local" and "supporting their local economy", has strong compassion for family farmers and their contributions and, given the choice, will support them with their purchases. (*FoodRoutes Network 2002*). The natural beauty, rural character and community values that characterize the Capay Valley position it well for a place-based labeling strategy. Helping consumers make the connection between the food they purchase and the story of the Valley and its farmers will allow a greater number of farms more options to be profitable and viable.

4.5 Marin Organic

Marin Organic is a bold new concept for preserving farmland and farming as a way of life, focused on environmental soundness and economic profitability. This organization has been developed over five years by an association of farmers, ranchers, agriculture advisors and marketing experts to serve Marin County's producers and consumers. It is supported by the UC Cooperative Extension (UCCE), Office of the Agriculture Commissioner, Marin County Board of Supervisors, Marin Agricultural Land Trust, Marin Food Policy Council, and consumers throughout the county.

Goals

- Create a sustainable local food system that ensures a wholesome, diverse and nourishing food supply for all residents.
- Practice responsible stewardship of natural resources and wildlife.
- Practice organic farming in a way that strengthens the local economy and supports the broader community.
- Preserve the beauty and landscape of Marin County for future generations.

Goals for 2004

- 1. Continue to increase the number of organic farms in Marin County and expand outreach to farmers and ranchers who are interested in transitioning to organic.
- 2. Develop and begin implementation of land management projects that result in environmental sustainability and increased biodiversity, including projects such as restoring riparian habitat, soil fertility, and creating a pollinator corridor.
- 3. Collaborate with UCCE on a series of "On the Farm" education workshops for growers and processors.
- 4. Work with Marin Food System Project to increase the amount of organic food served in Marin County schools.
- 5. Increase the number of farm tours for school children
- 6. Raise \$100,000 in private support.

Farmer Programs

Marin Organic offers certification to local farmers of any category - growers, ranchers, and processors who believe in the importance of a local food system and whose growing practices are organic. Members receive labels and twist ties with the Marin Organic logo.

Marin Organic, in partnership with UCCE and Marin Agricultural Land Trust, offers valuable workshops on crop diversification geared toward farmers and ranchers of all sizes. Workshops take place on Marin's organic farms and ranches and feature growers and scientists presenting best organic practices.

Retail Programs

Marin Organic offers a comprehensive education program for both natural food retailers and conventional retailers interested in increasing their organic food segment. Individualized classes and presentations cover the history and current status of the organic marketplace, background information on organic food production, organic labeling and sales, and consumer trends.

Public Programs

Marin Organic offers farm tours, an all-organic farmers' market, organic farm-stands, a Harvest Festival, bird walks and farming workshops to the public.

4.6 Solano Land Trust

In 2002, Solano Land Trust completed an evaluation of the state of agriculture in Solano County and developed a plan for protecting this valuable resource using conservation easements as the primary tool. The Agricultural Conservation Easement (ACE) Plan proposes to protect lands with highly productive soils and adequate agricultural water. The ACE Plan also seeks to protect large, contiguous areas that can support economically viable agricultural operations.

Today's Solano County farmers face a challenge never experienced by earlier settlers: they must compete for land with families seeking affordable homes. This began in the 1950s when tract housing swallowed orchards in the Fairfield area to meet the needs of the Travis Air Force Base, dam construction workers, and returning veterans. Since then, an influx of Sacramento and Bay Area commuters has increased the population of the county threefold. Over 12,951 farmland acres have been converted to urban uses in the county since 1984. Development pressures and the problems that accompany urban encroachment, combined with rising farm labor costs and declining prices, spur farmers to question the economic viability of agriculture - and create a dilemma about what to do with their land.

Farming has always demanded flexibility. Faced with changing markets, fickle consumer preferences, foreign competition, regulation, and rising costs of inputs, equipment and labor, farmers are forced to evaluate their resources and consider what will be profitable. Solano County farmers first depended on cattle for their livelihood, then wheat, followed by the fruit boom, the crushing depression, and the tremendous growth of the many commodities afforded by irrigation. Among all these variables, the great constant has been Solano County's most important agricultural resource: its excellent Class I and Class II soils. These are the most versatile soils, providing a strong resource base as growers adapt to changing conditions. The future of Solano County agriculture will depend on the outcome of this latest period of re-evaluation -- determining whether farming or development will be more profitable.

SLT will focus its efforts on acquiring conservation easements over farmland with highly productive Class I soils and reliable water sources that are facing a significant degree of threat. Other lands will be considered on a case-by-case basis.

Goals

- Over the next 20 years, to permanently protect between 20,000 and 40,000 acres of Solano agricultural land with conservation easements, approximately 12.4% to 25% of County's prime and important farmland.
- To target high preservation priority areas, containing high quality soils, available water in areas such as Dixon Ridge, Winters, Vaca/Lagoon Valley and Suisun Valley.
- To consider agricultural conservation easements in the medium and low priority areas as appropriate.

5.0 References

2.0 Existing Conditions

2.1 Physical conditions

• CVSP Planning Consideration Matrix

Water: Hydrology, Drainage, Wells, & Water Quality

- Preliminary Evaluation of Conservation and Mitigation Opportunities for the Coyote Valley Specific Plan, Wetlands Research Associates, June 4 2004
- Coyote Valley Hydrology Study, Administrative Draft, Schaaf & Wheeler, November 21, 2003
- Streets, Creeks and FEMA Flood Zones map (BAZ)
- High Groundwater areas, Failed wet weather tests map (Unlabeled)
- Coyote Greenbelt Geotechnical Mapping (HMH)
- Coyote Greenbelt Well Locations map (HMH)
- CVSP Existing Well Location Map (Schaaf & Wheeler/Dahlin Group)
- Failed Septic Tests map (BAZ)

Geotechnical

- *Soils map* (SSC Planning Dept.)
- NCRS East Santa Clara County Area, CA Soil documents provided by Ken Oster, NRCS
- Liquefaction Susceptibility Map, Engeo Incorporated, June 2004
- Preliminary Geotechnical Evaluation, Engeo Incorporated, June 14, 2004
- Regional Geology Map, Engeo Incorporated
- Coyote Greenbelt Geotechnical Mapping (HMH)
- *Elevation Lines* map (unlabeled)
- *Elevation/topography* map (unlabeled)

Hazardous Materials

- Hazardous Materials Map (Environmental Footprint)
- Hazardous Materials Evaluation, Administrative Draft, Lowney Associates, October 24, 2003
- Coyote Valley and Environs, Map 9, BAZ, Santa Clara County Planning Office

Biology

- California Natural Diversity Database map (BAZ)
- *Biological Assessment*, Administrative Draft, January '04, Wetlands Research Associates, Inc.
- Preliminary Evaluation of Conservation and Mitigation Opportunities for the Coyote Valley Specific Plan, Wetlands Research Associates, June 4, 2004

Cultural Resources

• Cultural Resources Report, Administrative Draft, Basin Research Associates et al, January 2004

2.2 Jurisdictional and Regulatory Frameworks

- Coyote Valley Greenbelt Implementation Challenges, Santa Clara County Planning Office
- Coyote Valley Greenbelt Interim Planning Principles, County of Santa Clara, City of San Jose, and City of Morgan Hill

General plans: City of San Jose, and Santa Clara County

• County general plan map (BAZ)

Jurisdictions: City of San Jose, Santa Clara County, and LAFCO

• Cities, urban service areas, spheres of influence, UGB map (BAZ)

Williamson act parcels

- Williamson Act Parcels map (BAZ)
- Coyote Greenbelt Williamson Act Lands 2003 map

Zoning

- *Greenbelt- Current lots, zoning, and plot size* map (HMH)
- Existing Greenbelt Zoning map (HMH)
- CVSP Existing Zoning District Map (Dahlin, HMH: Figure 4)
- County "Base" Zoning Districts map (BAZ)

2.3 Existing Conditions: Land Uses

- Existing Greenbelt Land Use map (HMH)
- Coyote Greenbelt Land Use Exhibit map (HMH)
- Coyote Valley Existing Entitlements map (HMH)
- CVSP Greenbelt Property Ownership List/Existing Parcelization Map (Dahlin)
- *CVSP Site Aerial* map (Dahlin, HMH Figure 7)
- Farmlands map (BAZ)
- Parcels map (BAZ)
- Map from Santa Clara County Park and Recreation Dept. showing municipal and state parks in vicinity of Coyote Valley
- Database (HMH): parcel number, assessee, address, acreages, city information (general plan designation, zoning designation, land use, improvements), county information (general plan, zoning designation, land use, and Williamson Act parcels.
- Photographic record of most greenbelt parcels (SAGE) annotated in terms of: detail on improvements (large new residence, modest residence, very small residence/cottage; greenhouses (in use and not in use); and status of ag production (fallow, row crop, orchard (tended and not), hay, other operation
- Property Owners Survey (being conducted by the Alliance for Smart Planning). To date, the Alliance has provided contact information for those property owners who responded to the survey and who agreed to share information for this report